SG6: DERIVATION OF CONTRIBUTION LEVELS

1. Introduction

1.1 The Council has prepared Supplementary Guidance (SG6) to accompany City Development Plan policy CDP6: Green Belt and Green Network and to provide further detailed guidance on its policy content. This note sets out how the developer contributions levels, set out in SG6 to provide for the delivery of open space to support new development, have been derived.

1.2 Section 5 of SG6 sets out requirements regarding the provision of open space to support new development. The requirements are based on identified in the Council's Open Space Strategy (OSS) and relate to 4 areas of open space provision:

1. publicly usable open space, based on application of Accessibility, Quality and Quantity Standards as set out in the OSS;
2. open space in the City Centre;
3. outdoor sports; and
4. food growing.

1.3 How the contribution rates for each have been derived is as follows.

2. Publicly Usable Open Space

2.1 The OSS states that Council considers that an important component of successful places is local access to good quality open space that a variety of people want to use. The OSS calls such spaces "Community Spaces" and the OSS Accessibility and Quality Standards are intended to help deliver these, by informing where a new development should contribute towards the provision of a new Community Space, the enhancement of an existing Community Space or enhancing access to a Community Space.

Accessibility Standard

2.2 The Accessibility Standard requires homes, outwith the city centre, to be within a 400m actual walking distance of a Community Space and the Quality Standard requires Community Spaces to meet a minimum standard of quality, reflecting a multifunctional profile which these spaces will be expected to have.

2.3 The Council has identified a number of Potential Community Spaces (PCS), shown on the SG6 map. The map identifies 217 PCS in the City, 159 in the Outer Urban Area (OUA) and 58 in the Inner Urban Area (IUA). The residential area of the OUA (ie minus industrial areas, economic areas and green belt) is 9446 hectares, with the residential area of the IUA (minus green belt and industrial areas) being 3479 hectares.

2.4 The area of the OUA that falls within a 400m actual walking distance (ie not as the crow flies but using existing paths) of an identified PCS is 5,453 has, with the average "coverage" of 34.3 has. Note this is below what would be expected in an "ideal" world as to ensure all homes are within a 400m walk, many PCS have overlapping catchments. Using this average catchment area, a further 116 PCS would be required to cover the remaining, currently unserved, area of the OUA (excluding green belt and industrial areas).

2.5 The area of the IUA that falls within a 400m actual walking distance of an identified PCS is 2,128has, with the average "coverage" of 36.7 has. Using this average catchment area, a further 37 PCS would be required to cover the remaining, currently unserved, area of the IUA.

2.6 On this basis and at this average coverage, there are 159 PCS in the OUA and a further 116 PCS are required to ensure homes are within a 400m walk of a PCS. Similarly, in the IUA there are currently 58 PCS with 37 more required to ensure coverage:

Table 1:

	IUA	OUA
Existing	58	159
Required	37	116
Total	95	275

2.7 These figures establish the number of PCS required to meet the Accessibility Standard.

Quality Standard

2.8 Of the existing sites, 5 of the 58 Inner Urban Area PCS meet all aspects of the Quality Standard (the minimum specified score for each aspect of the Quality Standard and an overall score of 75% or greater) as do 16 of the 159 Outer Urban Area PCS. The remaining PCS (50 IUA and 143 OUA) require investment to enhance their quality.

2.9 Barrowfield Park was developed as a multifunctional open space as part of the Commonwealth Games Legacy "Year of Green" project. It was completed in 2016 and represents the sort of high quality, multifunctional space that the Quality Standard is intended to deliver.

2.10 The cost of developing Barrowfield Park, 1.15 has in size, has been used as the basis for determining the cost of delivering new and enhanced PCS. Elements of spend at Barrowfield that were considered unnecessary to deliver the Quality Standard were

stripped out of the 2016 costs to leave a core amount considered appropriate for delivering the Quality Standard. This included costs for site works, grass, planting, trees, paths, lighting, benches, fencing, bins, biodiversity, informal sport and play provision.

2.11 This figure was £545k for the site, with 25% added for maintenance (as required by SG6) and uplifted further for inflation 2016-2023. The resultant figure was £958,912 for 1.15 ha, or £835,290 per hectare. Whilst delivery costs will vary from space to space (depending on a range of factors including ground conditions, size etc) this is a reasonable basis for estimating costs of delivering PCS to meet demand.

2.12 We know the score of individual spaces against the Quality Standard and can apply the above figure to give an estimate of the cost of enhancing existing spaces to the required standard.

2.13 The Quality Standard specifies a minimum size of 0.3 ha but many of the spaces, including major public parks, identified as potential PCS are many times larger. With these PCS, it will not be enough to upgrade 0.3ha and expect the overall space to provide the quality required by the Quality Standard. However, it is also recognised that it would be unreasonable to expect the entire space to be upgraded to a level consistent with the Quality Standard. To estimate how much it would cost to bring the identified PCS up to the required standard, a ceiling of 3 ha was applied, irrespective of the size of the space.

2.14 On this basis, the cost per ha derived from the creation of Barrowfield Park was applied to the area (up to a maximum 3ha) of the 53 IUA PCS that don't meet the Quality Standard to provide an estimate of the cost of delivering the desired quality on the existing spaces. The same process was undertaken for the 143 OUA PCS that don't meet the standard. To upgrade the existing PCS to the Quality Standard would cost:

- IUA: £65,625,780
- OUA: £196,229,636

2.15 In relation to the currently unserved residential parts of the City, the same figure per ha was applied to the required number of PCS for the IUA and OUA respectively, as set out in Table 1 above. An assumption was made that PCS not currently delivered were likely to be substantially smaller in size than those that currently exist, and much close to the minimum 0.3 ha specified in the Accessibility Standard. To calculate the amount required to deliver new PCS to meet the standard, it was assumed that their average size would be 0.5 ha.

2.16 The cost of delivering new PCS to meet the standard was calculated as follows:

Table 2

	IUA	OUA
Spaces x	37	116
Cost of 0.5 ha =	£417,645	£417,645
Total new	£15,378,664	£48,625,921

2.17 In total, the cost of upgrading existing PCS and delivering new PCS to meet the Standard is:

- **IUA**: £65,625,780 + £15,378,664 = **£81,004,444**
- **OUA**: £196,229,636 + £48,625,921 = **£244,855,558**
- **Total: £325,860,00**

Contribution Sought from New Development

2.18 The current number of households in the City is estimated at 300,000 - an estimate based on NRS 2018 HH projections, 2018 based (2020) is 302,367 by 2023, NRS Households and Dwellings in Scotland, 2022 (June 2023) estimates 300,340 households at June 2022 and Scotland Census 2022, Rounded Population Estimates (Sept 2023) records 293,800 households on census day 2022.

2.19 The number of new households expected to be formed by 2033 is 15,500 – an estimate based on NRS 2018 HH projections, 2018 based (2020) of 315,542 households.

2.20 On this basis, the number of new households (15,500) as a proportion of all households (315,500) at 2033 would be 4.91%. The cost of delivering PCS coverage for both the IUA and OUA that would be attributable to new development would, therefore, be 4.91% of £325,860,002, or £16m.

2.21 £15,999,726 divided by the number of new households (15,500) provides the cost per household: £1032 per household or, on an assumption of an average 1.5 bedrooms in the expected new builds (23250 bedrooms in total), an average cost of £688 per bedroom across the Inner and Outer Urban Areas.

2.22 Higher densities in the IUA mean that more households, on average, will utilise a PCS than would do in the OUA. On the basis of the above, the per bedroom rate for the IUA has been set at a lower rate than that for the OUA:

- **IUA: £580 per bedroom** and
- **OUA: £910 per bedroom**.

2.23 Residential Completions from 2013 to 2023 suggest 45% have been in the IUA with 55% in the OUA. Applying this breakdown to the expected number of new bedrooms in the IUA and OUA gives a split of 10,460 to 12,790 bedrooms respectively.

2.24 Over the period 2013-2023, around 40% of all residential units built in the OUA were flats. To calculate the appropriate IUA and OUA rates, it has been assumed that 40% of the 12,790 bedrooms in the OUA will be in flats and contributing at the IUA rate (with SG6 applying IUA rates to flats in the OUA):

- **IUA**: £580 x 10,460 = **£6.067m**
- **OUA**: £580 x 40% of 12,790 = **£2.967m**
- **OUA**: £910 x 60% of 12,790 = **£6.983m**
- **Total: £16.017m**

2.25 This approximates to the total contribution required of £16m set out in para 2.20.

3. Open Space in the City Centre

3.1 The OSS recognises that Good quality open space and public realm supports the city centre's key functions, providing opportunities for workers, visitors and residents to meet, talk, eat, relax and let children play and explore safely. The new City Centre Strategy recognises that public realm and open spaces are assets that can reinforce a sense of place and identity, improve health and wellbeing, boost environmental resilience and create a vibrant and sustainable city centre.

3.2 Interim Planning Guidance IPG12 was approved in 2017 pending adoption of SG6. It takes City Plan 2 policy ENV2 as a starting point for determining developer contributions to support developments in the City Centre.

3.3 ENV2 firstly set out minimum open space and public realm standards that new city centre developments of different types would require to deliver. These standards were based on an assumption that open space would often be delivered on-site and the respective rates were broadly indicative of the possibility of doing this for each development type. The rates were (for developments greater than 2,000 sqm gross floor area):

- 12sqm of public realm per 100sqm gross floor area of Class 1 Retail
- 9sqm of public realm per 100sqm gross floor area of Class 4 Business
- 6sqm of public realm per 100sqm gross floor area of Class 10: Non Residential Institutions or Class 11 Assembly and Leisure

3.4 To these standards, a basic contribution rate of £450 per square metre of public was applied to determine the contribution level required.

3.5 The draft SG6 (published in 2017) had proposed a flat rate developer contribution, based on the cost of providing public realm at the upper (Class 1 retail) end

of the ENV2 requirement - ie 12sqm of public realm per 100sqm gross floor area across all 4 use classes. This was considered appropriate as:

- developments of all of these uses in the City Centre attract large number of prospective open space users; and
- contributions were to be spent delivering largely off-site open space and public realm interventions, therefore reduced rates for on-site delivery were less justifiable (with discounted contributions still to be made where this was the case).

3.6 Under the draft SG6 (2017), a basic contribution rate of £450 per square metre of public realm was to be provided to support that development type, the same as was required under ENV2. For the draft SG6 (2023), the £450 per square metre cost of public realm was uplifted for inflation, but it has since been possible to utilise the latest delivery costs for public realm, which suggest that £450 is a reasonable basis for use for capital works.

3.7 On this basis, the following assumptions have been made to inform developer contribution rates for classes 1A, 4 and 11 in the City Centre:

- use of £450 per sqm cost of delivering public realm as a basis for calculating contribution rates;
- some evening out of the minimum open space and public realm standards expected for new development in the city centre, utilising 10 sqm per 100sqm gross floor area for Class 1A Retail and Class 4 Business (down from 12 and up from 9 respectively) and raising the 6sqm per 100sqm GFA for Class 11, set out in ENV2, to 8sqm per 100sqm GFA;
- Retaining the 2000 sqm threshold for applicability
- Applying 25% for maintenance (an increase on ENV2 to reflect the potential increased costs of maintaining multifunctional open space, and not just public realm).

3.8 On this basis, contribution rates are established as set out in Table 3 below:

Table 3 - Minimum Open Space/Public Realm Standards and Contribution Rates in the City Centre

Use Class	Contribution Rate	Public Realm Quantity Required	
Class 1 Retail	£450 per sq m of public realm provision recommended	10 sqm of public realm per 100 sqm gross floor area	£45 per sqm of new floorspace plus 25% for maintenance = £56.25 (rounded down to £56)
Class 4 Business			
Class 11 Assembly and Leisure		8 sqm of public realm per 100 sqm gross floor area	£36 per sqm of new floorspace plus 25% for maintenance = £45

4. Open Space for Outdoor Sports

4.1 The OSS highlights the benefits that engaging in sport can have for both physical and mental health. It states that the Council, Glasgow Life and sportscotland, are funding an Outdoor Sports Study to provide a better understanding of the amount and types of outdoor sports facilities required to meet demand for sport in Glasgow. This Sports Pitch Strategy (SPS) update, undertaken by KKP consultants, is nearing completion.

4.2 The emerging SPS identifies projected shortfalls in football (both capacity and quality), rugby, cricket and, to a lesser extent, tennis. For football, it identifies projected shortfalls (at 2034) of pitch availability in almost all aspects of the game on grass (adult, youth 9v9, mini 7v7 and mini 4v4) and in the quality of 3G provision. The quality of 3G provision is an issue that requires to be addressed on an ongoing basis, as there is a significant reliance on 3G to provide sufficient playing and training capacity.

4.3 Glasgow Life have estimated the cost of addressing these identified shortfalls in supply and the ongoing need to address 3G provision at **£49.7m**, based on the costs of providing new pitches and equipment, replacing surfaces on 3G sites, and maintaining the outdoor sports provision etc.

4.4 Glasgow Life have subsequently expressed concern that, post the research phase (2019/2020) of the SPS, there have been uplifts in demand for some sports, notably tennis and football, based on increased tennis club membership rates and a marked increase (of 156 teams) in the number of children's football teams based on a survey of the City's biggest clubs. Whilst quantifying the demand for tennis courts based on increased membership levels is difficult, Glasgow Life has estimated that these new teams would give rise to an additional demand for 7 full sized 3G pitches for training and play. In the absence of a wider survey of

all clubs (of the type undertaken by KKP) it is difficult to say for certain what overall impacts on demand have been – whether that noted by Glasgow Life has been experienced only at the clubs that were asked and whether it might have dropped off in other clubs, for example.

4.5 On the basis of the above, it is considered reasonable to include the costs of meeting an element, but not all, of this new demand in the overall costs of delivering the SPS. Glasgow Life have estimated the cost of delivering a new full size, floodlit 3G pitch as £1m. Including the cost of 3 new pitches is considered a reasonable approach to ensuring at least some of the demand for football that appears to have arisen post-pandemic is taken into account in calculating appropriate contribution rates for outdoor sport. Adding £3m to the £49.7m cost of delivering the SPS (on a pre-pandemic assessment of demand) would result in an overall delivery cost of £52.7m.

4.4 Paras 2.18 to 2.20 set out that the current number of households in the City is estimated to be 300,000, that the number of new households expected to be formed by 2033 is 15,500 and that the number of new households as a proportion of all households at 2033 would be 4.91%. The proportion of the £52.7m that would be attributable to new households would, therefore, be **£2.59m**.

4.5 £2.59m divided by the number of new households (15,500) provides the cost per household: £167.10 or, on an assumption of an average 1.5 bedrooms in the expected new builds (23250 bedrooms in total), an average cost of **£111 per bedroom** across the Inner and Outer Urban Areas.

5 Open Space for Food Growing

5.1 The OSS states that the Council is keen to promote more food growing in the City and that it is important that existing provision is protected and that new opportunities for growing can be created. It states that the Council is in the process of producing a Food Growing Strategy (FGS) that will set out how we will support community ambitions for more food growing opportunities and meet the statutory requirements of the Community Empowerment (Scotland) Act 2015. Let's Grow Together, the Glasgow Food Growing Strategy, 2020 – 2025, was approved in September 2020..

5.2 Under the Community Empowerment Act, the Council needs to keep a waiting list of residents who have requested an allotment and take reasonable steps to provide sufficient allotments to keep the waiting list at no more than half of the Council's current number of allotments. An annual allotments report sets out progress towards these requirements, with the latest report (March 2023) noting that the ratio of residents on the waiting list to current allotment plots, at 106%, significantly exceeds the Act's requirement of 50% or below.

5.3 The OSS states that, should a deficit be identified across the City, new residential developments will be expected to make a financial contribution towards helping meet demand. The annual allotment report for 2023 sets out the waiting list by Council ward and, at present, there are residents on the waiting list from all but one ward.

5.4 The Council has estimated that the existing 300,000 households are giving rise to a demand for 3857 plots in the form of existing Council (but not private) allotment plots (1657) + demand for plots (1790 – the waiting list in the March 2023 committee report) plus "unexpressed demand" of 410 (estimated, as the 1790 does not include waiting list information for a further 11 Council allotment sites).

5.5 This translates to a demand for 0.0129 plots per household or 12.9 plots per 1000 households. It is assumed that new households will seek plots in the same proportions as existing households and that the demand arising from the expected 15,500 new households will be **199 plots**.

5.6 The cost of delivering a plot has been estimated at **£6,406**, based on relatively recently delivered plots in Drumchapel and Greyfriars, updated for inflation, and assuming delivery in the form of 30% raised beds/ 70% allotment plots. The overall cost of delivering 199 plots is, therefore, £1,277m, a cost per household of £82.37 or per bedroom (at an average 1.5 bedrooms per unit) of **£54.91**.